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County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration
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(213) 974-1101
<http://ceo.lacounty.gov>

WILLIAM T FUJIOKA
Chief Executive Officer

August 25, 2014

To: Supervisor Don Knabe, Chair
Supervisor Gloria Molina
Supervisor Mark Ridley-Thomas
Supervisor Zev Yaroslavsky
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer

Board of Supervisors
GLORIA MOLINA
First District

MARK RIDLEY-THOMAS
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

REPORT BACK – REVIEW OF THE OFFICE OF EMERGENCY MANAGEMENT ORGANIZATION (ITEM 6-B, AGENDA OF JUNE 23, 2014)

On June 23, 2014, the Board requested the Chief Executive Office (CEO) to review the organization of the Office of Emergency Management (OEM) and provide recommendation options to determine where best this CEO division should be housed within the County Government structure. This written report back includes the following:

- OEM Background
- Options for OEM's future (Dewberry Report)
- CEO Recommendation for OEM

OEM Background

OEM was established by County Code 2.68.210. This section of the County Code designates the Chief Administrative Officer (now the CEO) as the Director of OEM, and also creates an Assistant Director of OEM position. The CEO has designated the Assistant Director to serve as the Director of OEM for day-to-day operations.

For Los Angeles County, the Chairman of the Board is the Operational Area Coordinator and the County is the lead agency for the Operational Area, with the emergency preparedness and planning functions necessary to fulfill this lead agency role assigned to OEM for implementation. OEM is charged with two key mandates as defined by government regulation:

"To Enrich Lives Through Effective And Caring Service"

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- 1) Within the Operational Area, OEM is charged with leading multi-jurisdiction, multi-discipline task forces; conducting Countywide emergency preparedness exercises; and coordinating the flow of critical information between local governments and the State.
- 2) Within the County, OEM coordinates multi-department planning efforts, conducts training courses, leads critical planning efforts, and disseminates preparedness information to residents.

Dewberry Report

Recognizing the need to improve emergency management preparedness, the CEO hired Dewberry in mid-2011 to provide an assessment of the County's existing emergency management program and processes. The goal was to determine a baseline assessment, compare best practices, and the steps necessary to enhance performance in the event of a Countywide catastrophic emergency.

Dewberry's first task involved reviewing relevant plans, policies, and procedures against protocols such as the Emergency Management Standard by the Emergency Management Accreditation Program, the National Incident Management System, the California Standardized Emergency Management System, and Comprehensive Planning Guide 101. Once plans were reviewed, in-depth interviews were conducted with key personnel from OEM, Sheriff's Department, Fire Department, and Department of Public Works.

The Dewberry Report yielded various recommendations to enhance the County's current emergency management program. The Report outlined OEM's major strengths, identified opportunities for further improvement, and presented four options for the future of OEM. The four options are as follows: (1) OEM within the Fire Department, (2) OEM within the Sheriff's Department, (3) OEM as a Standalone Department, and (4) OEM Strengthened Under the CEO. Each OEM option included a set of corresponding pros and cons (attached).

The options of placing OEM within one of the County's public safety departments provides a benefit of aligning OEM's mission of preparedness and planning alongside accomplished emergency response oriented agencies. Challenges with this approach include placing the majority of emergency management under a department with a public safety/law enforcement mission when this is not a core function of these departments.

The Dewberry Report noted that the Standalone Department option would convey sufficient authority to OEM to make the necessary strategic, tactical, and budgetary decisions necessary for a major emergency management organization to operate in an efficient manner. However, converting OEM to a Standalone Department may require increasing OEM's appropriation, but shared services agreements may help reduce start-up costs.

For the last option of OEM being Strengthened Under the CEO, the Board should consider increasing the Director's authority to implement change to improve the County's emergency preparedness plans while preserving the neutrality of the Office.

CEO Recommendation for OEM

As stated in the Dewberry Report, it is difficult to draw comparisons of best practices amongst emergency management organizations or structures throughout the United States as there is no comparable peer to Los Angeles County.

After further analysis of OEM and review of the Dewberry Report, the CEO is recommending that OEM remain under the existing CEO structure. In the Dewberry Report, the primary recommendations are that the CEO and the Board provide the following:

- Champion OEM and provide the personnel and resources necessary to accomplish their mission. A collaborative relationship between the OEM Administrator, CEO, and Board must be created and fostered.
- Provide the OEM Administrator the authority to make strategic, tactical, and budgetary decisions for OEM.

The CEO agrees with Dewberry's recommendations, and with the Board's support the County has made significant strides to implement the core recommendations above. The improvements made are as follows:

- *Elevating the Director's Position* – Prior to the hiring of the current Director of OEM, CEO took the initiative to elevate the Director position from CEO Manager to Senior Manager. This change allowed the County OEM Director to be on equal footing in rank and salary with other OEM Directors with similar populations. The elevation also afforded the County the opportunity to improve the recruitment and thus, the quality of candidates in the emergency management field.

- *Personnel* – The CEO supports the need for additional personnel at OEM and with the Board's approval, OEM will have added five additional positions since the Dewberry Report. The five positions include an (1) OEM Manager, (1) Lead Emergency Planner, (1) Emergency Planner, (1) Resource Management Specialist, and (1) Training/Exercise Specialist.

These positions will assist in facilitating the County's OEM effort in emergency planning, which include the responsibility to ensure all 50 critical Federal, State, and locally mandated plans are developed and current. The additional staff will also assist in initiating and implementing a Countywide resource distribution plan for the Operational Area, which will require OEM to work with stakeholders on developing protocols regarding the prioritization and distribution of resources/commodities within the Unincorporated Area's or Operational Area when called upon.

Furthermore, OEM will now have an opportunity to improve the facilitation of an on-going training program for County Emergency Operations Center (CEOC) responders who demand constant training and other associated activities in order to maintain emergency management protocols and response techniques.

- *Infrastructure* – With the growing need for adequate space, the CEO engaged an engineering firm through the Department of Public Works in an effort to conduct a general survey of the existing CEOC building and site infrastructure system inclusive of all mechanical, electrical, plumbing, fire-life safety, and support equipment. Additionally, the CEO had the engineering firm evaluate the other independent low voltage systems such as closed circuit television, security, voice, data, telecommunications, public address, uninterrupted power sources, and the computer infrastructure. The final report will provide a lifecycle analysis of the existing systems and include recommendations and a cost estimate to modernize the existing building and site systems as appropriate to withstand a significant earthquake and ensure the CEOC is able to operate during a disaster.

Conclusion

With the recent changes that are being made at OEM, the CEO believes that additional time should be given to observe the improvements of OEM under the current CEO structure. The CEO will continue to monitor the status of OEM and should the situation at OEM change, the CEO will report back to the Board with additional recommendations.

Each Supervisor
August 25, 2014
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Should you have any questions, please do not hesitate to contact Georgia Mattera, Public Safety, at (213) 893-2374.

WTF:GAM:DC:llm

Attachment

c: Executive Office, Board of Supervisors
County Counsel
Sheriff
Fire
Public Works

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1) OEM within the Fire Department

PROS	CONS
1. The majority of interview participants supported this option but didn't see it as ideal.	1. This option would require further updates to the County of Los Angeles Code section 2.68.
2. Since the Sheriff's Department serves as the Director of Emergency Operations, OEM within the Fire Department would serve as a counterbalance and help ensure an all-hazards, all-disciplines approach to emergency management.	2. OEM Administrator should be placed as either a new Chief Deputy or be assigned to the Chief Deputy – Emergency Operations.
3. The Fire Department has a robust emergency management program.	3. Emergency management isn't the Fire Department's core mission.
4. The Fire Department has its own revenue stream.	4. There would be no cost savings.
	5. As a new office within an established department, OEM and its priorities could get lost.

2) OEM within the Sheriff Department

PROS	CONS
1. The Sheriff is the Director of Emergency Operations.	1. Few participants supported this option.
2. The Sheriff is seen having authority within the County and OA.	2. This option would place OEM within a department headed by an elected official.
3. The Sheriff's Department has a robust emergency management program.	3. OEM Administrator should be placed as a new Captain within the Homeland Security Division. A Captain within the Sheriff's Department is a senior level rank and is equivalent to a city chief of police.
4. The Sheriff's Department has 23 EOCs in stations throughout the County.	4. This option would place the majority of emergency management within the County under a department with a public safety/law enforcement mission.
5. This option would require minimal additional updates to the County of Los Angeles Code section 2.68.	5. Emergency management is not the core mission of the Sheriff's Department.
	6. There would be no cost savings.
	7. As a new office within an established department, OEM and its priorities could get lost.

3) OEM as a Standalone Department

PROS	CONS
1. The vast majority of interview participants identified this option as a key solution for improving emergency management within the County and OA.	1. Creating a new department would require further updates to the County of Los Angeles Code section 2.68.
2. Since the OEM Administrator would be a department head, they would gain more credibility when working and coordinating with other County departments. They would also have more credibility when coordinating with emergency managers from the cities within the County.	2. Creating another department may not be cost effective; but shared services agreements between departments could significantly reduce costs and duplication of services.
3. As a department director, the OEM Administrator would have the authority to make strategic, tactical, and budgetary decisions for OEM. Under the current model, the OEM Administrator doesn't have this authority.	
4. As a department director, they would have a more direct line to the CEO and Board of Supervisors for collaboration and any coordination issues.	
5. Being a standalone department would help in recruiting a qualified emergency manager and a strong leader.	
6. A standalone department would help clearly define the roles of coordination versus an operational response role.	
7. As a separate department, the perception of bias would be minimized. OEM would continue to serve as an independent broker of OA funds, grants, and other resources.	
8. As a new department, OEM could create a new culture and get a fresh start. It would also improve morale by giving people the chance to create the identity and purpose of the new, progressive emergency management department.	

4) OEM Strengthened Under the CEO

PROS	CONS
1. If making OEM its own department wouldn't be possible, interview participants also supported making the OEM Administrator a Deputy CEO.	1. This may require further updates to the County of Los Angeles Code section 2.68.
2. If given the full support and priority of the CEO and the Board of Supervisors, OEM would be seen as having authority for coordination and collaboration issues.	
3. By strengthening the OEM Administrator's role to Deputy CEO, this action would give OEM the authority to make strategic, tactical, and budgetary decisions for OEM. Under the current model, the OEM Administrator doesn't have this authority.	
4. As a Deputy CEO, they would have a more direct line to the CEO and Board of Supervisors for collaboration and any coordination issues.	
5. Being a Deputy CEO would help in recruiting a qualified emergency manager and a strong leader.	
6. A standalone, strengthened office would help clearly define the roles of coordination versus an operational response role.	
7. As a separate office, perception of bias would be minimized. OEM would continue to serve as an independent broker of OA funds, grants, and other resources.	

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WILLIAM T FUJIOKA
Chief Executive Officer

September 30, 2014

To: Supervisor Don Knabe, Chairman
Supervisor Gloria Molina
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Supervisor Zev Yaroslavsky
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer

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HALL OF JUSTICE REPAIR AND REUSE PROJECT – FURNITURE, FIXTURE AND EQUIPMENT (ITEM NO. 6-F, AGENDA OF JUNE 23, 2014)

This is in response to the Board's motion on June 23, 2014, directing the Chief Executive Office to report back with a report detailing the analysis and summary of Sheriff and District Attorney (DA) requests for Furniture, Fixture and Equipment (FF&E), and moving expenses related to the Hall of Justice Repair and Reuse Project (Project).

The Project budget includes a FF&E allowance of \$9,000,000. We have since determined this allowance could not be financed with Project bond proceeds or with short-term financing. Such costs must be financed with cash.

The initial cost estimate for the Project's FF&E was \$11,512,000 and telecommunication was \$8,419,000. These estimates were based on recent bid documents, FF&E expenditures for other County administrative office projects and Internal Services Department and Sheriff telecommunication cost projections. Minor moveable equipment and relocation moving expenses are funded by the department's operating budget.

We performed a joint review with the departments of their FF&E and telecommunication request to validate needs and identify efficiencies for potential savings. FF&E items include: modular and office furniture, seating, file storage and miscellaneous office equipment items. Telecommunications items include: servers, telephone equipment,

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Each Supervisor
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cabling and other miscellaneous communications items. Using existing FF&E to the extent possible and having lower-than-anticipated costs, the final costs for FF&E are \$6,024,000 and telecommunications are \$6,189,000.

Total Project costs are currently estimated at \$218,204,000, including the \$6,024,000 for FF&E and \$6,189,000 telecommunications, which is within the Board-approved Project budget of \$231,785,000.

Any Project savings are not available for use towards the purchase of FF&E or telecommunications because these items are not eligible to be covered with the existing financing.

If you have any questions, please contact me or your staff may contact Tracey Jue at (213) 893-2472, or Michael Samsing at (213) 893-2471.

WTF:SHK:DJT
TJ:MDS:zu

Attachment

c: Executive Office, Board of Supervisors
 County Counsel
 Auditor-Controller
 District Attorney
 Internal Services
 Sheriff

Chief Executive Office - Capital Projects
Hall of Justice Repair and Reuse Project - Furniture, Fixture and Equipment Cost Estimate
September 30, 2014

INITIAL COST ESTIMATE				
	DA	Sheriff	Capital Projects	Total
Furnishings	\$ 1,449,000	\$ 2,275,000	\$ 7,788,000	\$ 11,512,000
Communication Package	2,982,000	5,437,000		8,419,000
Total	\$ 4,431,000	\$ 7,712,000	\$ 7,788,000	\$ 19,931,000

FINAL FF&E AND EQUIPMENT				
Funding Provided in Final Changes				
	DA	Sheriff	Capital Projects	Total
Furnishings	\$ -	\$ 2,275,000	\$ -	\$ 2,275,000
Communication Package	-	\$ 5,437,000	\$ -	\$ 5,437,000
Total	\$ -	\$ 7,712,000	\$ -	\$ 7,712,000

Adjustments made in Supplemental Changes				
	DA	Sheriff	Capital Projects	Total
Furnishings	\$ 730,000	\$ (981,000)	\$ 4,000,000	\$ 3,749,000
Communication Package	2,982,000	(3,556,000)	1,326,000	752,000
Total	\$ 3,712,000	\$ (4,537,000)	\$ 5,326,000	\$ 4,501,000

Total funding for FF&E and Equipment				
	DA	Sheriff	Capital Projects	Total
Furnishing	\$ 730,000	\$ 1,294,000	\$ 4,000,000	\$ 6,024,000
Communication Package	2,982,000	1,881,000	1,326,000	6,189,000
Total	\$ 3,712,000	\$ 3,175,000	\$ 5,326,000	\$ 12,213,000